

Message Text

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ACTION SCI-04

INFO OCT-01 AF-04 ARA-06 EA-06 EUR-08 NEA-06 RSC-01 IO-04

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NSC-05 SS-15 DRC-01 /073 W

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R 160847Z OCT 74

FM USMISSION IAEA VIENNA

TO SECSTATE WASHDC 5163

INFO AEC GERMANTOWN

AMEMBASSY BONN

AMEMBASSY CANBERRA

USMISSION GENEVA

AMEMBASSY THE HAGUE

AMEMBASSY LONDON

AMEMBASSY MOSCOW

USMISSION USUN

AMEMBASSY OTTAWA

AMEMBASSY PARIS

AMEMBASSY STOCKHOLM

AMEMBASSY TOKYO

C O N F I D E N T I A L SECTION 1 OF 2 IAEA VIENNA 8790

DISTO

E.O. 11652: GDS

TAGS: PARM, TECH, IAEA

SUBJECT: DRAFT RESOLUTION TO ESTABLISH IAEA COMMITTEE
ON PEACEFUL NUCLEAR EXPLOSIONS

REF: STATE 202503, PARA 7

SUMMARY: JACKSON, UK RES REP, UNDER INSTRUCTIONS,
CONSULTED US AND OTHER MISSION ON DRAFT RESOLUTION, TO
BE CONSIDERED BY FEBRUARY BOARD MEETING (OR EARLIER
SPECIAL MEETING) WHICH WOULD ESTABLISH COMMITTEE, OPEN
TO ALL MEMBERS, TO ADVISE BOARD ON ALL ASPECTS OF
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PEACEFUL NUCLEAR EXPLOSIONS. FURTHER CONSULTATIONS

PLANNED OCTOBER 24. END SUMMARY. ACTION REQUESTED:
INSTRUCTIONS FOR OCTOBER 24 CONSULTATIONS.

1. AT JACKSON'S REQUEST, MISOFFS JOINED MISOFFS OF AUSTRALIA, CANADA, FRG, NETHERLANDS, SWEDEN AND USSR AT UK MISSION OCTOBER 10. JACKSON OPENED DISCUSSION BY DESCRIBING THREE-PRONGED UK EFFORT ON NON-PROLIFERATION: A) STRENGTHEN NPT, INCLUDING DIPLOMATIC EFFORTS TO PERSUADE NON-PARTIES TO ACCEDE; B) STRENGTHEN IAEA SAFEGUARDS; AND C) ESTABLISH PNE COMMITTEE IN IAEA. LATTER POINT WAS TOPIC FOR PRESENT DISCUSSIONS, AND TEXTS OF DRAFT RESOLUTION AND EXPLANATORY NOTE WERE DISTRIBUTED (SEE SEPTTEL). OBJECTIVE OF PNE COMMITTEE WAS TO GET ALL GOVERNMENTS CONCERNED WITH PEACEFUL NUCLEAR EXPLOSIONS, INCLUDING, IN PARTICULAR, INDIA AND ARGENTINA AROUND SAME TABLE, IN EXPECTATION THAT IF ALL WERE TALKING ABOUT SUBJECT, IT WOULD BE UNLIKELY FOR ONE GOVERNMENT TO GO OFF AND CONDUCT SUCH EXPLOSION. MOREOVER, ACTIVITY BY COMMITTEE WOULD REFUTE CRITICISM THAT NOTHING WAS BEING DONE PURSUANT TO ARTICLE V OF NPT.

2. IN RESPONSE TO QUESTIONS, JACKSON STATED THAT, WHILE COMMITTEE MEMBERSHIP WOULD BE OPEN TO ALL MEMBERS, HE EXPECTED, BASED UPON EXPERIENCE IN SAFEGUARDS COMMITTEE, THAT ACTUAL PARTICIPATING GOVERNMENTS WOULD NUMBER 25 TO 30. (SAFEGUARDS COMMITTEE PARTICIPATION AVERAGED CLOSE TO FIFTY.) UK PLANNING SUBMIT RESOLUTION FOR CONSIDERATION BY FEBRUARY 25 BOARD, BUT IF SUFFICIENTLY BROAD AGREEMENT REACHED AT EARLY DATE, WOULD PREFER ACTION BY SPECIAL BOARD, IF ONE WERE SCHEDULED IN LATE NOVEMBER TO CONSIDER ARGENTINE SAFEGUARDS AGREEMENT. ACTION BY SPECIAL NOVEMBER BOARD AND SUBSEQUENT IMPLEMENTATION WOULD PROVIDE DESIREABLE HIGH VISIBILITY BEFORE MAY NPT REVIEW CONFERENCE.

3. HAMMOND (CANADA) REPORTED THAT THINGS SEEMED TO BE HAPPENING ELSEWHERE ON SUBJECT OF INTERNATIONAL ACTION ON PNE'S. IN GENEVA, CANADIAN MISSION (AND OTHERS, INCLUDING SWEDEN) HAD BEEN APPROACHED BY JAPANESE MISSION, SEEKING SUPPORT FOR RESOLUTION TO BE INTRODUCED IN FIRST COMMITTEE OF UNGA, CALLING UPON UNSYG TO APPOINT GROUP OF EXPERTS TO CONFIDENTIAL

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PREPARE REPORT ON ALL ASPECTS PNE'S. HAMMOND HAD ALSO JUST RECEIVED REPORT FROM CANADIAN UN MISSION THAT, AS FOLLOW-UP TO DIVONNE, FRANCE "MOCK NPT REV CON" SPONSORED BY ARMS CONTROL ASSN. AND CARNEGIE ENDOWMENT, MESSRS. HALSTED AND MAYNES, OF THOSE RESPECTIVE ORGANIZATIONS AND LEONARD OF UN ASSN. HAD CALLED ON CANADIAN MISSION TO SOLICIT THEIR REPRESENTATION AT MEETING OF LARGE NUMBER OF DELS TO UN BEING CALLED BY THOSE THREE ORGANIZATIONS WITHIN TWO OR THREE

WEEKS, TO CONSIDER UTILITY AND PRACTICALITY OF UNSYG CONVENING GROUP OF EXPERTS TO CONSIDER ALL ASPECTS OF PNE'S. HAMMOND FELT ACTION IN GENEVA AND NEW YORK MADE CONSIDERATION UK PROPOSAL URGENT. COMMENT: HAMMOND'S REPORT MADE NO REFERENCE TO CALL FOR MORATORIUM ON ALL PNE'S, WHICH WE UNDERSTAND WAS SECOND PART OF DIVONNE MEETING RECOMMENDATION. END COMMENT.

4. AMB. ROWLAND (AUSTRALIA) HAD RECEIVED SIMILAR REPORT FROM AUSTRALIAN MISSION TO UN. HE PERSONALLY DID NOT REGARD ACTIVITY AT UN AS DISTASTEFUL; DEBATE ON SUBJECT AT UN WAS INEVITABLE AND, IF PROPERLY CHANNELED AND COORDINATED, WOULD NOT NECESSARILY BE BAD. AUSTRALIAN PM'S SPEECH TO UNGA REFERRED TO INTERNATIONAL SERVICE FOR PNE'S PREFERABLY UNDER IAEA AUSPICES. BEYOND THAT, ROWLAND WAS UNCERTAIN HIS GOVERNMENT'S ATTITUDE, BUT HE COULD FORESEE UNGA TURNING ENTIRE MATTER OF PNE'S OVER TO IAEA. HE MENTIONED THAT AUSTRALIA HAD CONSULTED WASHINGTON AND MOSCOW ON GENERAL SUBJECT OF PNE'S, BUT HE WAS UNAWARE OF RESULTS. RE UK-PROPOSED PNE COMMITTEE IN IAEA, HE WOULD WISH TO KNOW, IN ADVANCE, WHETHER KEY COUNTRIES, SUCH AS INDIA AND ARGENTINA, WOULD JOIN COMMITTEE.

5. JACKSON STATED HE WAS PERSONALLY ATTRACTED TO ROWLAND'S IDEA OF CHANNELING UNGA EFFORTS IN DIRECTION OF IAEA. UK FELT NEED FOR BROAD CONSULTATION, PERHAPS IN CAPITALS, BEFORE GOING AHEAD WITH ITS BOARD RESOLUTION ON PNE COMMITTEE.

6. AMB. PETRI (SWEDEN) STATED THAT, IN PAST HIS GOVERNMENT HAD FAVORED ARRANGEMENTS FOR DEALING WITH PNE'S, OTHER THAN THROUGH IAEA. IF THERE WAS GENERAL AGREEMENT

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INFO OCT-01 AF-04 ARA-06 EA-06 EUR-08 NEA-06 RSC-01 IO-04

ISO-00 FEA-01 ACDA-05 CIAE-00 INR-05 L-01 NSAE-00

NSC-05 SS-15 DRC-01 /073 W

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R 160847Z OCT 74

FM USMISSION IAEA VIENNA
TO SECSTATE WASHDC 5164
INFO AEC GERMANTOWN
AMEMBASSY BONN
AMEMBASSY CANBERRA
USMISSION GENEVA
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AMEMBASSY OTTAWA
AMEMBASSY PARIS
AMEMBASSY STOCKHOLM
AMEMBASSY TOKYO

C O N F I D E N T I A L SECTION 2 OF 2 IAEA VIENNA 8790

THAT MATTER WOULD BE TREATED BEST IN IAEA, THAT FACT
WOULD HELP HIM IN DISCUSSING QUESTION WITH STOCKHOLM.

7. US MISOFF STATED THAT, IN PAST, USG STRONGLY FAVORED
IAEA AS FORUM AND VEHICLE FOR DEALING WITH ENTIRE SUBJECT
OF PNE'S AND OPPOSED ESTABLISHMENT OF NEW INTERNATIONAL
INSTITUTION OR ORGAN TO DO SO. HE UNDERTOOK TO OBTAIN
CONFIRMATION FOR AMB. PETRI THAT USG POSITION REMAINED
UNCHANGED.

8. UNGERER, FRG RES REP, STATED THAT HIS GOVERNMENT
HAD ALWAYS FELT IAEA WAS APPROPRIATE BODY AND HE HAD NO
REASON TO BELIEVE POSITION HAD CHANGED.

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9. ANTIASOV, USSR, STATED THAT USSR HAD ALWAYS SUPPORTED
IAEA EFFORTS IN PNE FIELD. IN FACT, HE SAW DANGER IN UK DRAFT
RES, CALLING FOR BROAD REVIEW OF ALL ASPECTS, IGNORING "PILLARS"
ALREADY BUILT BY IAEA'S PAST ACTIONS. USSR HAD REPEATEDLY
STRESSED THAT IAEA WAS APPROPRIATE BODY TO DEAL WITH PNE'S,
IN FRAMEWORK OF ARTICLE V OF NPT.

10. HAMMOND STATED THAT CANADA HAD NO DOUBT THAT IAEA
SHOULD BE AND IS APPROPRIATE BODY FOR INTERNATIONAL SERVICE
FOR PNE'S AND WOULD NOT RPT NOT SUPPORT ANOTHER INSTITU-
TION. ON OTHER HAND, CANADA FELT SUBJECT OF PNE'S SHOULD ALSO
BE DISCUSSED IN CCD AND UNGA. IAEA ANNUAL REPORT TO UNGA
MAY WELL PROVOKE LIVELY DEBATE, INCLUDING TOPIC OF PNE'S.

11. BRUYNS (NETHERLANDS) STATED THAT HIS GOVERNMENT FELT
THAT IAEA WAS APPROPRIATE BODY TO DEAL WITH TECHNICAL
ASPECTS OF INTERNATIONAL SERVICE FOR PNE'S, BUT DOES

NOT EXCLUDE DISCUSSION OF BROADER ASPECTS IN CCD AND IN FIRST COMMITTEE OF UNGA.

12. JACKSON NOTED THAT UK DOES NOT WISH TO BE SEEN LEADING PACK ON PNE COMMITTEE RES, BUT WANTS RES TO APPEAR TO BE JOINT EXERCISE. PRESENT TEXT VERY MUCH DRAFT AND SUGGESTIONS WOULD BE WELCOMED. HE HAD NO INSTRUCTIONS TO CONSULT BEYOND PRESENT GROUP AND HOPED THAT AT NEXT DISCUSSION SCHEDULED OCTOBER 24, VIEWS OF GOVERNMENTS WOULD BE MADE KNOWN.

13. SUBSEQUENTLY JACKSON REPORTED THAT LONDON HAD CONCURRED IN HIS SUGGESTION TO INCLUDE JAPAN (BECAUSE OF ITS INITIATIVE IN GENEVA) AND FRANCE (AS A NWS AND POTENTIAL SUPPLIER WHICH HAD BEEN HELPFUL IN IAEA'S PNE ACTIVITIES TO DATE) IN GROUP BEING CONSULTED.

14. DURING OUR CONSULTATIONS WITH USSR MISSION FOLLOWING DAY (OTHER ASPECTS REPORTED SEPTTEL), ANTIAISOV EXPRESSED SKEPTICISM AT UK IDEA THAT PARTICIPATION IN COMMITTEE WOULD HAVE SIGNIFICANT INHIBITING EFFECT ON SOME GOVERNMENT CONSIDERING CARRYING OUT SO-CALLED PNE. HE CONCEDED THAT OPPONENTS TO SUCH EXPLOSION WITHIN SUCH COUNTRY MIGHT BE ABLE TO USE FACT OF COMMITTEE AMONG ARGUMENTS, BUT MEASURED EFFECT
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BETWEEN THUMB AND FOREFINGER AS FRACTION OF INCH. HE DID SEE MERIT OF UK PROPOSAL AS POSSIBLE MEANS OF HEADING OFF LESS DESIRABLE ACTION BY UNGA, BUT QUESTIONED TIMING WHICH, IF RES ADOPTED BY FEBRUARY BOARD, WOULD LEAD TO INITIAL MEETING, ON UK PROPOSED SCHEDULE, ONLY IN LATE JUNE. HE THEREFORE SAW ADVANTAGE IN SPECIAL NOV. BOARD ACTION, BUT TIME WAS SHORT. IN FACT, HE DID NOT FORESEE OBTAINING INSTRUCTIONS FROM MOSCOW FOR OCT. 24 CONSULTATIONS (SOON AFTER WHICH RES WOULD NEED TO BE CIRCULATED, TO MEET 30-DAY RULE FOR LATE NOVEMBER BOARD) UNLESS USG RAISED MATTER IN MOSCOW. HE WONDERED WHETHER USG TEAM PRESENTLY IN MOSCOW FOR DISCUSSION OF PNE ARRANGEMENTS UNDER TTBT COULD DO SO.

15. MISSION HAS NO OTHER INFO RE INITIATIVES BY JAPAN IN GENEVA OR BY PRIVATE US ORGANIZATIONS IN NY, BUT BASED UPON CANADIAN REPORTS, WE VIEW SITUATION DEVELOPING IN WAY CONTRARY TO USG INTERESTS, WHICH WE ASSUME CONTINUE TO LIE IN KEEPING ALL MULTILATERAL ASPECTS OF PNE'S FIRMLY IN IAEA. ACCORDINGLY, WE RECOMMEND A) EFFORT IN NEW YORK AND CAPITALS, AS APPROPRIATE, TO DISCOURAGE CALL FOR UNSYG TO CONVENE GROUP OF EXPERTS (WHICH IS CERTAIN TO INCLUDE SUCH VOCAL "EXPERTS", WITH OWN PREJUDICES OR LONG-STANDING SCHEMES, AS GARCIA ROBLES AND MRS. A. MYRDAL)

AND, IF UNGA RES UNAVOIDABLE, TO ENLIST SUPPORT FOR REFERRING ENTIRE MATTER OF PNE'S TO IAEA; AND B) ACTIVE SUPPORT FOR IAEA BOARD RES, ALONG LINES UK DRAFT, ESTABLISHING COMMITTEE, IN WHICH ALL MEMBERS OF IAEA WOULD BE FREE TO PARTICIPATE, TO REVIEW ALL ASPECTS OF NUCLEAR EXPLOSIONS FOR PEACEFUL PURPOSES AND ADVISE BOARD. WE ALSO RECOMMENDED THAT USG POSITION BE DISCUSSED WITH USSR IN MOSCOW, AT EARLIEST OPPORTUNITY, IN ORDER EXPEDITE INSTRUCTIONS (WHICH WE ANTICIPATE WILL BE IN ACCORD FOREGOING RECOMMENDATIONS, IN ANY EVENT) TO USSR MISSION VIENNA PRIOR TO OCT. 24 CONSULTATIONS.

16. IN CONNECTION WITH RECOMMENDATION (A) ABOVE, IT MAY BE USEFUL TO REFER TO RECORD OF IAEA ACTION RE PNE'S OVER MANY YEARS, INCLUDING, MOST RECENTLY, SEPTEMBER 1974 BOARD APPROVAL OF APPROACH TO BE TAKEN BY AGENCY IN RESPONSE TO REQUESTS FOR PNE SERVICES AND AUTHORIZATION TO DIR GEN TO CONFIDENTIAL

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ESTABLISH SEPARATE ORGANIZATIONAL UNIT WITHIN SECRETARIAT FOR IMPLEMENTING INTERNATIONAL SERVICE FOR NUCLEAR EXPLOSIONS FOR PEACEFUL PURPOSES AND TO KEEP TECHNOLOGY UNDER REVIEW AND STUDY LEGAL AND HEALTH AND SAFETY ASPECTS SUCH EXPLOSIONS.

17. RE TEXTS TRANSMITTED SEPTTEL, MISOFFS QUESTIONED JACKSON RE REFERENCE IN OPERATIVE PARA 1(B) TO "ARRANGEMENTS FOR THE NECESSARY DECISION-MAKING MACHINERY," AND COMMENT IN EXPLANATORY NOTE THAT SUCH PHRASE "IMPLY CLEARLY THAT NO PNE CAN TAKE PLACE WITHOUT A DECISION OF THE BOARD." JACKSON EXPLAINED THAT COMMENT SHOULD HAVE READ "NO PNE IN NNWS UNDER IAEA AEGIS, ETC.". MISOFF POINTED OUT THAT EVEN THAT FORMULATION IS TROUBLESOME SINCE RECORD IS CLEAR THAT UNWILLINGNESS OR INABILITY OF IAEA TO CARRY OUT INTERNATIONAL OBSERVATION WHEN OPPORTUNITY DULY PROVIDED, FOR EXAMPLE, COULD NOT FRUSTRATE PNE PROJECT PURSUANT ARTICLE V OF NPT. JACKSON SUGGESTED THAT PHRASE IN OPERATIVE PARA 1(B) MIGHT BE DELETED AND MISSION RECOMMENDS SUCH DELETION.

17. MISSION ALSO RECOMMENDS THAT SCHEDULE OUTLINED IN OPERATIVE PARAS 3 THRU 5 BE SUCH THAT FIRST MEETING OF COMMITTEE TAKE PLACE PRIOR TO MAY 1975 NPT REV CON.

18. INSTRUCTIONS REQUESTED FOR OCTOBER 24 CONSULTATIONS.
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